

TO:

Mayor Daniel Dietch, Vice Mayor Joe Graubart and Commissioners Michael Karukin,

Marta Olchyk and Ted Kopelman

FROM:

Roger M. Carlton, Town Manager

DATE:

September 1, 2011

RE: Summer Studies Resulting from June 23, 2011 Budget Workshop

The first of two budget workshops for the proposed FY 11/12 budget was held on June 23, 2011. From that meeting came six areas requiring supplemental investigation or clarification. These "Summer Studies" include:

- Parks and Recreation Non-resident Community Center Access Fees and Cost Recovery for Youth, Adult, Senior and Summer Camp Programs
- 2. What Would the Costs be to Open a Second Lifeguard Stand on the North End of the Beach?
- 3. Finance Support Services Department Proposed Budget Officer Position
- 4. Policy Direction Related to Increasing the General Fund Reserves
- 5. Policy Direction Related to Solid Waste Services Collection Adjustments for FY 11/12
- 6. Proposed Environment Resource Enhancement Department (ERED)

The details and revised recommendations for the Summer Studies are provided for Town Commission discussion, along with any other budget related topics that the Town Commission requests, at the second budget workshop of September 1, 2011. Comments and direction received from the September 1, 2011 budget workshop meeting will be incorporated into a final proposed FY 11/12 budget for the Town Commission to consider at the first public hearing on September 13, 2011 (5:01 pm). The second public hearing and final required Town Commission action will occur on September 26, 2011 (also at 5:01pm).

Summer Study No. 1 – FY 11/12 Proposed Budget: Parks and Recreation Nonresident Community Center Access Fees and Cost Recovery in Youth, Adult, Senior and Summer Camp Programs

Item 1: What is the recommendation for fees for non-resident guests at the Community Center?

Goal: To promote equity in cost sharing among users of the Community Center while allowing for non-resident users.

Objective: To establish a modified cost recovery fee based system for non-resident users of the Community Center.

Analysis: During the thirty days of operations with a temporary fee schedule in place 11,186 people made use of the Town of Surfside's Community Center pool. 10,366 (92.7%) of the users were Town residents. The remaining users (820 or 7.3%) were paying guests of residents at the rate of \$5.00 per day per guest.

The rate of \$5 per guest visit is comparable to aquatic use facility rates charged by surrounding municipalities. For the thirty days of operations under this fee structure \$4,100 in guest revenues were generated. The breakdown is provided in the following chart:

The chart information is tracked through the new Parks and Recreation's RecTrac Software System. The chart represents the number of resident families bringing in guests of various ages as well as the number of paid guest visits for each age bracket. As examples: 163 resident families brought in a total of 277 youth aged (5 to 12 years) children and 17 resident families brought in 1 senior each for a total of 17 senior guests.

Age	Resident Families Bringing in Guests	Number of Paid Guests Per Category	Resulting Revenue
Under 5 years	61	69	\$345.00
Youth	163	277	\$1,385.00
Teens	43	66	\$330.00
Adults	274	391	\$1,955.00
Seniors	17	17	\$85.00
Totals	558	820	\$4,100.00

Through simple division, we see that each senior family bringing in a guest, brings in an average of one guest. Children under 5 are the next smallest category then adults, teens and youth respectively. Resident families bringing in youth guests average 1.7 guests per family (almost double the rate of senior guests).

This thirty day revenue suggests that at least \$10,000 can be added to the pool admission revenue projections. \$3,000 is currently budgeted for FY 11/12. At \$1,000 per each of ten summer weeks, the summer revenues alone would be approximately \$10,000.

Recommendation: Administration recommends the continuation of the \$5.00 per guest policy for FY 11/12 to allow for the accumulation of more user data, the addition of \$10,000 to the Pool Admission Fees revenue line and a re-examination of the fee schedule for consideration in the FY 12/13 Budget process.

Item 2: Are we fully recovering costs for youth, summer camp, adult and senior programs?

Goal: To promote equity in service provision for senior, adult, youth, and child residents of the Town of Surfside.

Objective: To identify and implement public recreational and social opportunities for adults and seniors at a level comparable to those offered to youth and child.

Analysis: For several years certain services were provided free of charge to Town of Surfside seniors through a grant from Miami-Dade County. Upon the expiration of the grant, the Town of Surfside began changing a fee to recover some of the program related costs. During the comprehensive review of park programming rates in FY 09/10 the rates for the senior programs and others were raised.

After the rate revisions, senior programs recover approximately 32% of their costs, adult programs recover nearly 100% of their costs and youth programs including summer camp recover an average of 80% of their costs. While programming specifically for seniors is significantly more subsidized than for other age groups, the number of senior service users has diminished.

Recommendation: The Administration recommends the continuation of service rates for existing programs and continuing to attempt to identify program and social event opportunities which meet senior interests and create more senior participation. Obtaining grants will also be a priority for the proposed grant writer position.

Summer Study No. 2 – FY 11/12 Proposed Budget: What Would the Costs be to Open a Lifeguard Stand on the North End of the Beach?

Goal: To provide additional lifeguard protective service throughout the middle and northern beaches of the Town of Surfside.

Objective: To identify costs and service levels for the addition of a lifeguard station on the northern beach front of the Town of Surfside.

Analysis: The Town of Surfside, Florida provides ocean rescue services at one location behind the Town's Community Center in the middle area of the Town's beach area. The unguarded northern section of the beach is experiencing increased use. Development of the "Grand Beach Surfside" hotel will further contribute to the use of the northern beach section. An additional lifeguard station is desirable as funding becomes available. The existing lifeguard stand provides coverage for the area located behind the Community Center/Pool. A guard stand on the North end of the beach would help to provide a more diverse area of coverage for Surfside.

The stand costing approximately \$35,000 would be uniquely designed to represent the Town of Surfside as well as providing for adequate storage, weather resistance, and portability as needed.

To provide coverage comparable to the hours and services provided for the middle beach, two part-time (30 hour per week) lifeguard positions would be required. Costs for these positions are estimated at \$40,560 total annually. Nominal additional operating costs would be required for repair and replacement of first aid, communications, and vehicle maintenance. Estimated total recurring operating costs are \$45,000 annually.

A portion of these recurring operating costs would be offset for three years as a result of the development agreement with Grand Beach Hotel Surfside. This hotel is committed to assisting the Town with beach guard services with a \$10,000 annual contribution for FY 12/13, 13/14 and 14/15. This same request will be made to the 9501 Collins project which will be under review in the near future.

Additional initial start-up costs include capital items as well as operating items. The items include: 1) an all terrain vehicle (ATV) at \$8,000, 2) an Automated External Defibrillator (AED) with protective case at \$3,500, 3) a short rescue board at \$1,050, 4) a long rescue board at \$1,050, 5) a trauma bag at \$250, 6) high powered polarized binoculars at \$350, 7) three rescue cans and two sets of fins at \$300, 8) two communications radios at \$800, 9) first aid supplies, jelly fish sting, and other sea life anti-venoms at \$200, 10) signage at \$700 and 10) a megaphone at \$80.

Total personnel costs are \$40,560 for a first year total cost of \$91,840 including one time capital costs of \$51,280. The recurring annualized net costs (after \$10,000 contribution from the Grand Beach Surfside) would be: \$35,000 for FY 12/13 – FY 14/15.

Recommendation: The Administration recommends adding the lifeguard station as an anticipated FY 12/13 Capital Improvement Project and seeking grants to reduce the construction costs during FY 11/12 with the anticipation of opening the stand in late FY 12/13.

Summer Study No. 3 – FY 11/12 Proposed Budget: Finance Support Services Department Proposed Budget Officer Position.

Goal: To expand financial analytical skills and cost containment for the Finance Support Services Department.

Objective: To identify levels of operating resources for Finance Support Services in comparable municipalities and to expand capability to reduce costs wherever possible.

Analysis:

<u>A</u>. The following table represents the method of operations and position counts in summary for selected municipalities in Miami-Dade County. North Bay Village and Surfside have the lowest counts. The average (by mode) is 5 positions for the basic, typical finance functions.

Municipality	Service Delivery Type	Position Count for Comparable Finance Responsibilities	
Bal Harbour Villages	Outsourced plus Village Employees	Estimated: 5	
Bay Harbor	In-house	5	
Coral Springs	In-house	29.5	
North Bay Village	In-house	3	
North Miami	In-house	11	
North Miami Beach	In-house	12	
Sunny Isles Beach	In-house	5	
Surfside	In-house	3	

North Miami has a total of 11 positions performing similar functions. Like some of the other municipalities in the survey this count includes an entire Department dedicated to Budget. The three budget positions are Budget Manager, Budget Administrator, and Budget Analyst; the later is not funded in FY 10/11. The Finance positions include: Finance Director, Assistant Finance Director, Chief Accountant, Pension Plan Administrator, Accountant, Junior Accountant, Accounting Clerk, Payroll Clerk and a Secretary.

North Miami Beach has a total of 49 positions assigned under Finance, but most are excluded as they capture utility billing, general customer service, and Information Technology responsibilities not assigned to Finance Support Services in Surfside.

Coral Springs has made centralized procurement a policy priority as well. Their public policy also emphasizes a programmatic approach to budgeting, strong ties of the budget process to the Commission's immediate, intermediate, and long-term goals through long range strategic, capital, and operational planning and a great amount of citizen involvement in developing and monitoring the budget and long range strategic plan. Of the 29.5 full-time equivalent positions in Coral Springs, five (5) are in a dedicated Budget and Strategic Planning Division. Meeting these finance and planning goals exceptionally well in Coral Springs comes at a cost of approximately \$1.8 million annually.

B. The Town of Surfside Commission has directed improvements in transparency in financial reporting, has expanded operations impacting support services and understands the value of long-term financial planning, monitoring, and reporting. To adequately staff for the continuation of the services below identified and position the Town to continue improving its financial processes, a "Budget Officer" position is recommended.

A recurring question has been raised: Why do we need three (and now four) positions in Finance when one person used to do it all? The recurring answer is three-fold. First, the one person did not do it all independently. She was assisted with the budget by Executive Department staff and was allowed (under old Governmental Auditing Standards) to hire the external auditors to perform monthly accounting, and prepare quarterly as well as annual schedules required for the annual audit. Second, the regulatory environment has become more sophisticated and extensive requiring a greater level of work load and compliance. Finally, since the arrival of a Finance Director in mid-2008, new and increased checks and balances (internal controls) and processes have been implemented to mitigate potential management report deficiencies necessitating a heavy workload for all Finance employees. In short, if one includes all of the internal departmental and the external personnel that were supporting Finance and a lower level of services, one would likely find that the position count for Finance Support Services would be close to five in total.

With no growth for the past several years in staffing, the internal and external demands and pressures associated with a worsening economy have grown. Recent improvements, based on Town Commission expectation (and good governance) include improvements to:

Transparency

- > Creation and Submission of Monthly Budget to Actual Reports to the Town Commission including revenues, expenses and reserve roll forward
- Creation of a Comprehensive Annual Financial Report (CAFR), Posting of bi-weekly, monthly reports, Proposed Budgets, and Adopted Budgets to the Town Website (www.townofsurfsidefl.gov)
- Identification of reserves in the annual budget
- Explanation of all major or notable line item variances in the annual budget
- Development and Presentation of a 5 year financial forecast
- Development of a 5 Year Capital Improvement Plan with detailed explanations of each project and its funding source in the annual budget
- Inclusion of anticipated recurring annualized operating costs (including replacement) for all new capital projects/purchases
- Development of Program Modifications for each proposed program change (whether requiring funding or not) in the annual budget.
- Development of meaningful PowerPoint Presentations for significant financial issues/presentations
- Increasing development and presentation of administrative analysis related to specific issues

- Improved monitoring of revenue collection for Water/Sewer/Storm Drainage and Solid Waste collection including filing liens
- Development and promulgation of written administrative policies and financial policy recommendations
- Responsibility for debt management due to the Water/Sewer/Storm Drainage project.

Expanded Operations: The following operations have increased the administrative burden on Finance Support Services staff related to procurement, policy development, implementation, banking, accounting, monitoring, reporting, debt service, water/sewer/solid waste/stormwater rate development, risk management etc.:

- Parking Meter pay station changes-currency management
- Ordinances
 - o Building Permit Revenue Ordinances
 - o Resort Tax Collection Allocation Change
 - Debt Issuance
 - Contract Awards
 - Grant Awards
 - Fines & Forfeiture Expenditures
 - Development Agreements
- Requests for Proposals
 - o Vehicle Leasing
 - o Debt Issuance
 - Agent of Record
 - o Financial Advisory
 - Water/Sewer Rate Model
 - Pay Station-Credit Card Processing
 - Voice Over Internet Protocol (VOIP)
 - o Records Digitizing
 - Resort Tax Auditing
- Red Light Camera Citation Monitoring
- Lien Searches and Code Enforcement Case Assistance
- Property Acquisition / Fixed Asset Tracking / Asset Disposal
- Construction in Progress Identification and Reporting
- Budgeting, Accounting, and Tracking Litigation Issues
- State imposed changes to budget calculations, advertising requirements, detail requirements and posting requirements
- Government Accounting Standards Board (GASB) changes to fixed assets, reserves and liability reporting.
- Risk Management Town-wide review and update of all property insurance coverage amounts (general liability, Windstorm and Flood)

Long Term Planning: Long term planning expectations have increased as a result of a declining economy and the need for improved cash management (reserves) in this area. These changes include:

- ✓ Creation of an annual 5 year Financial Forecast
- ✓ Creation of debt service and reserve funding obligations
- ✓ Expanded need for continuing cost containment
- ✓ Expanded need to identify new (or improve) non ad-valorem revenue streams
- ✓ Expanded accounting for out-year pension, risk management, litigation, rate stabilization and emergency reserves

Recommendation: In summary, based on an increase in Town Commission approved initiatives, not limited to the need for greater emphasis on financial analysis, forecasting, transparency, increased reporting and quality control, the Administration recommends this Budget Officer position for a net increase of \$53,242 in FY 11/12. The addition of the Budget Officer position will enable the Town of Surfside to meet these expanded responsibilities.

Summer Study No. 4 – FY 11/12 Proposed Budget: Policy Direction Related to Increasing the General Fund Reserves

Goal: To address questions raised by the Town Commission at the June 23, 2011 first Budget Workshop on the Proposed FY 11/12 Budget related to General Fund Reserves.

Objective: To identify the questions

Analysis: There have been three questions asked regarding the General Fund reserves during the June 23, 2011 first budget workshop. The first question essentially asked what it would take to return the General Fund reserves to the level available prior to initiating the construction of the new Community Center over a five year period. Since the amount of reserves utilized (final number) is not yet available until the project is closed out, staff will calculate the target figure as follows:

Estimated Reserve Amount Used for the Community Center Construction	\$5.00 Million
October 1, 2011 Hurricane Reserve	\$2.00 Million
Estimated October 1, 2011 Unassigned	\$1.17 Million
Reserves	
Estimated October 1, 2012 Unassigned	\$1.57 Million
Reserves	
Total Need	\$8.57 Million

The FY 11/12 Proposed Budget estimates that approximately \$400,000 will be added to the General Fund reserves by October 1, 2012 for a total of \$3.57 million including the \$2.0 million hurricane reserve. This means that during the four subsequent fiscal years, \$1.25 million would have to be added to reserves (without considering inflation) to return the \$5 million used for the Community Center. If the goal is to have a total of \$5 million at the end of five years, then \$1.43 million would be necessary which would require \$351,000 per year for the four remaining years.

Either amount would have to be achieved by revenue increases, cost decreases or a combination of both. If the entire amounts were generated by cost decreases, this would amount to a 13.2% and 3.72% reduction respectively from the FY 11/12 recommended General Fund budget level. If the entire amount would be generated by ad valorem revenue increases, 1.2475 and .3503 mills would be necessary given the value of a mill (gross) for FY 11/12 of approximately \$1,002,000. On any of these calculations it should be noted that a \$8.57 million General Fund reserve would be 90.8% of the entire General Fund for FY 11/12. The percent for a \$5 million total General Fund Reserve would be 53%. Both numbers would be extremely fiscally prudent and might be viewed by our taxpayers as excessive in these difficult economic times.

The second request made by Commissioner Karukin was to adjust the General Fund expenditure budget down by \$169,500. This amount limits expenditure growth from FY 10/11 to 2.8% which is the June 2010 to June 2011 Consumer Price Index increase for the United States. While the Administration does not recommend this reduction the following table is offered as a means to reach that goal:

League of Cities and Florida League of Cities	φ4,000
Meetings 12) Eliminated Participation in Miami Dade	\$4,000
11) Reduce Refreshments at Public	\$2,500
 Reduce Unemployment Compensation fund (requires no lay-off) 	\$20,000
Reduce Frequency of Cutting Grass in Parking and Public Areas	\$10,000
8) Defer purchase of Dog Clean-Up Receptacles	\$4,500
Commission Chambers	48
7) Defer Digital Microphones in	\$25,000 \$10,000
Roadway Repairs 6) Remove Grant Writer funding	
Decrease spending for Beachwalk Maintenance Remove General Fund Allocation for	\$10,000 \$10,000
(as reflected in June replacement pages and due to reduced costs)	040.000
3) Budget Correction to Police Vehicles	\$30,800
 Offset new Community Center Operating Costs with special event and party hosting 	\$15,000
Offset new Community Center Operating Costs with Guest Pool Admission fees	\$10,000

^{*}This amount is slightly above the \$169,500 required to allow prioritization by the Town Commission.

The third question was raised by Vice Mayor Joe Graubart relating to incremental tenth mill reductions in the millage established. The FY 10/11 millage was 5.6030 mills. The Proposed FY 11/12 millage rate has been reduced to 5.5000 mills a 1.8 percent reduction. As requested by Vice Mayor Graubart each successive tenth mill reduction would require approximately \$100,200 reduction in expenses or increase in non ad valorem revenues or a combination of both.

Summer Study No. 5 – FY 11/12 Proposed Budget: Policy Direction Related to Solid Waste Services Collection for FY 11/12

Goal: To re-examine the proposed collection process in light of Town Commission discussion.

<u>Objective</u>: To identify an appropriate recommendation regarding concerns raised at the June 23, 2011 Town Commission first budget workshop.

<u>Analysis:</u> After careful consideration of the discussion at the June 23, 2011 first budget workshop, the Administration will withdraw its recommendation to begin conversion of our collection effort to rolling cans, less frequent pickups and new "one-arm bandit" collection vehicles. We are making this decision for the following reasons:

- 1) Bal Harbour Village will soon be out to bid on privatized collection. When their proposals are received we will be able to have a real cost comparison based on a standard for a "high end" residential community to our north. We may be able to use this contract if it makes sense.
- 2) The Surfside community is going through enough change this coming year with the Water/Sewer/Storm drainage project, the Collins Avenue Force Main project and the Collins Avenue/Harding Avenue repaving projects.
- 3) We are not in compliance with State of Florida regulations that require a full cost of solid waste management services report. Without this analysis which will be done in FY 11/12 for the first time, making rational decisions is very difficult (see Attachment 1).
- 4) Making equitable and defensible rate decisions for the single family, multifamily and commercial areas requires the study mentioned in number 3 above.
- 5) The new study will not be completed in time to ensure that billing collections can be placed on the Miami Dade County tax bill.
- 6) We have not had time to involve the community in the decision making process as we did with the citizen's advisory committee for the Water/Sewer/Storm drainage project and the Downtown Vision Advisory Committee for various downtown programs / projects.
- 7) The study of improving the alleys on the east and west side of Harding Avenue between 96th and 94th Streets is underway. One of the elements of this study is to improve the provision of Solid Waste removal to limit or eliminate the multiple exposed dumpsters. Implementing a program of this nature must be decided in concert with major changes to the collection process

<u>Conclusion:</u> All in all, we are not deferring this process for an entire year. Much of the analytical work will continue during the fall and early spring of FY 11/12. With better preparation, a more informed decision can be made and the community can become involved in the process.

<u>Recommendation:</u> To maintain existing Solid Waste Collection services through FY 11/12 while undertaking the necessary studies, report development and community involvement work to provide a well justified and responsible future recommendation for these services.

Summer Study No. 6 – FY 11/12 Proposal Budget: Proposed Environment Resource Enhancement Department (ERED).

Goal: To develop a unified and coordinated approach to better manage the manner in which the Town of Surfside handles the development process.

<u>Objective</u>: To initiate a department which reflects the Town Manager's direct oversight of Community Development Services, Planning and Zoning Services and Code Enforcement Service functions.

<u>Analysis:</u> After careful consideration and the discussion during the June 23, 2011 Town Commission first budget workshop, the Administration will withdraw the recommendation to create the Environment Resource Enhancement Department (ERED). The Planning and Community Development functions will continue to be outsourced to Calvin, Giordano & Associates and report to the Town Manager. The Code Enforcement Officer Position will be retitled to Code Enforcement Director due to the many new codes which have been enacted and the related workload increase as well as the need to improve capability to handle Hearing Officer cases after voluntary efforts to obtain compliance have failed. The Code Enforcement Director will report to the Town Manager.

<u>Recommendation:</u> To create a "Planning and Compliance" group within the Executive Department which reflects the Town Manager's direct oversight of the Community Development Services, Planning and Zoning Services and Code Enforcement Service functions and does not create a new department.